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1922

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A VALUATION

OF A

System for the Administration of State Institutions

THROUGH

ONE MAN CONTROL

AS OPERATED IN

ILLINOIS

MADE FOR

The State Charities Aid Association

By HENRY C. WRIGHT

INTRODUCTION BY

HOMER FOLKS

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NEW YORK CITY
UNITED CHARITIES BUILDING
105 East 22nd Street
November, 1922

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FOREWORD

The following study of the administration of state institutions under "one man control" in Illinois was begun by Mr. Henry C. Wright in July, 1920. While the report was undergoing revision and completion, an election of governor and other state officers in Illinois took place. It became apparent immediately after election that important changes of personnel would occur under the new administration, and it was decided to hold the report until there was some indication of the nature and extent of these changes. Governor Lowden, who had been responsible for the organization of the new plan of operating state institutions, was succeeded on January 1, 1921, by Hon. Len Small.

Subsequent events made it difficult to judge of the extent and significance of this change of administration, so far as the State institutions were concerned, for a much longer period than had been anticipated. Now, however, the policies of the new administration seem to be definitely established.

Instead of undertaking to revise the entire report which would be impracticable, footnotes and an addendum have been added indicating important changes of personnel under the new administration as affecting the operation of the system.

References to or quotations from this report should always be made with the clear indication that the body of the report is of the day of late 1920, *and should in every case be considered in reference to the later developments indicated in this foreword, in footnotes and in the addendum.*

In brief, it may be said that immediately upon the termination of the administration of Governor Lowden, Chas. H. Thorne, a man of wide business experience selected by him to organize the business side of the institutions, resigned from the state service. Also, the heads of fifty per cent. of the state hospitals for the insane were changed within a few months after the advent of the new administration, their places being taken by persons without special experience in the treatment of mental disease or other special qualifications for their positions; and also, the expert heads of four other state institutions were replaced by men with no special training or qualifications.

It would seem to be clear that no economies effected on the business side of these institutions, even if they continue under a new administration, could offset the wholesale violation of the sound principle of selection of experienced and technically qualified men for the heads of institutions and their continuity in office during good behavior and satisfactory service. If each new administration is to involve a change, not only in the head of the department, but in the technical positions of medical superintendents of hospitals, and the appointment of persons without suitable qualifications, the worst evils of twenty and thirty years ago are bound to recur.

Mr. Wright points out that, although changes in the governorship have occurred also in Massachusetts and New York, in the latter case involving a change from one political party to another, no such changes have occurred in the heads of state institutions. A system of administration which safeguards the institutions against such changes certainly has a strong claim to popular support as contrasted with one under which, at the very first opportunity at which such changes might occur, they actually are brought to pass in so many of the institutions.
New York, October, 1922.

INTRODUCTION

By HOMER FOLKS

The following report is a valuation of the system of supervision and control of state institutions in Illinois. The system was inaugurated July 1, 1917, and represents a new type of control, wherein one man, appointed by the Governor and responsible to him, directs the affairs of all the institutions of the state.

About ten years ago the State Charities Aid Association deemed it desirable to learn the effect of different forms of control exercised over state institutions. At that time there were three distinct types. In the first type each institution stood as a separate unit, controlled only by a board of managers or trustees. Such a type existed in Indiana. The second form—related only to hospitals for the insane—was represented in New York state, where the institutions were under the supervision of a small commission with limited powers, headed by an experienced alienist. The third form was represented by the system in Iowa, where the institutions were under the management of a Board of Control with full powers of administration, including the power of the appointment of superintendents, and of the purchasing of supplies. To ascertain how these different systems affected the operation of the institutions, the State Charities Aid Association secured the services of Henry C. Wright to make an investigation. This investigation occupied a period of nearly two years, and the findings and recommendations were incorporated in a report entitled "Fiscal Control of State Institutions," published in 1911. The substance of the findings was as follows:

As to New York:

"This investigation seems to point to the advisability of a further decentralization of the detailed supervision of buying and a fuller supervision of the larger problems of the institutions. Experts, rather than bookkeepers and clerks, seem to be needed."

As to Iowa:

"Iowa, apparently, has centralized either too much or too little; either the judgment of the local superintendents and stewards should have been trusted more, or else power to decide should have been reposed in a number of experts, each competent in his own line; the judgment of the Board of Control is not materially better than that of the superintendents and stewards and not up to the standard of experts; the Board is not doing better work in buying than the Purchasing Committees of Stewards or of Superintendents in New York and not as good work as the individual superintendents in Indiana."

As to Indiana:

"Indiana secures an economical administration and very satisfactory results under the present form of supervision through the Board of State Charities. Its institutions are managed more economically and

more satisfactorily than are the institutions in either Iowa with complete centralized control, or in New York with a partial centralization."

In general:

"In attempting to draw deductions from the conditions found under the three systems, it should not be hastily concluded that because conditions were found to be excellent in Indiana the type of supervision there maintained would be the most advisable form for other states.

"Under average political conditions, it would seem wise to have some form of central control greater than that exercised in Indiana and less than that in either New York or Iowa. Indiana has secured system and uniformity in the management of her institutions which would be difficult to duplicate in any other state under a board with merely advisory functions."

"A proper system of central supervision should be so planned and adjusted as to utilize, as far as possible, the knowledge and ability of local officers in the institutions, and to supplement their knowledge in fields where a broader oversight is needed. The primary need of the local officers, superintendents and stewards, is information and instruction rather than undue restriction and control."

In other words, the Report found that central control boards, as operated, hindered the operation of institutions to some extent, and discouraged their officers. It called attention to the fact that central boards tended to give arbitrary orders rather than to advise through competent experts.

A number of states have abolished the former trustee system of institutional supervision, and have adopted some form of central control. These boards generally have somewhat improved conditions, yet they have not proved entirely satisfactory. In some cases they have not freed themselves from political motives; in other states they have emphasized the economic rather than the welfare side of the institutional problem. In general, these boards have not measured up to expectations.

For many years there has been on the part of state legislatures a tendency to create a new board or commission for each new function to be performed. State governments have become very much decentralized. Today there is a tendency to abolish many officers, boards and commissions, and to centralize state functions in the hands of a few officers. In such an effort to centralize, the form of control of the state institutions necessarily will be given consideration.

Can the problem of the management of institutions where the mental and physical welfare of patients and inmates is of fundamental importance, be organized and administered in the same manner as a department which builds highways? This is a very important question, and probably can be answered only by practical experience.

Illinois and Idaho have concluded, in reorganizing their state governments, that the institutions shall be controlled by one officer, as are

the other departments of the state. It is important to all interested in the welfare of state wards, to know how such a plan works.

In estimating the results of the new system in Illinois, it must be borne in mind that the institutions during the trustee system, were almost entirely under political domination, and this condition was not fully cured by the formation of a Board of Administration in 1909. In short, the new system had abundant opportunity to make improvements. Almost any change, presumably, would have been for the better.

The Illinois system has been in operation but three years, having been installed July 1, 1917. During the whole of this time it has been under the direction of one Governor, who devised and inaugurated it. Though three years' time is too brief a period for either the virtues or defects of a system to fully develop; and though the system has been under the guidance of its author, who naturally would exert every effort to make it successful, nevertheless it seemed advisable to the State Charities Aid Association to make an estimate of the results thus far obtained, in order that the findings, though not conclusive, should be available to legislators considering consolidation of governmental functions.

The Association secured the services of Henry C. Wright again, this time to make a valuation of the Illinois system. Added to the knowledge gained during his earlier inquiry, Mr. Wright has the enlarged knowledge and experience of the ten intervening years, which have been devoted to institutional problems. During four of those years Mr. Wright was First Deputy Commissioner of Charities of New York City, in which office he had the responsibility of the administration of most of the municipal institutions of the city. He had the experience of purchasing the supplies for all of the institutions in the Department during the first two years of his administration; during the last two years the purchasing was removed from the Department of Charities and centralized in a purchasing department. His experience thus renders him especially fitted to valuate any system dealing with the supervision and control of institutions.

Mr. Wright was instructed to direct his attention preeminently to the physical aspect of the institutions; whether or not purchasing were efficiently done; whether or not repairs were promptly made and were adequate; whether food in quality and quantity were sufficient; whether or not clothing was sufficient and suitable. In other words, Mr. Wright was to direct his attention to matters other than the medical and surgical treatment of patients and inmates.

HOMER FOLKS.

New York, November, 1920.

HON. HOMER FOLKS, *Secretary,*

STATE CHARITIES AID ASSOCIATION,

105 East 22nd Street, New York City.

DEAR SIR:

Under your instruction I have made a valuation of the system of control of state institutions in Illinois. My findings are set forth in the following report.

Respectfully submitted,

HENRY C. WRIGHT.

METHOD OF CONDUCTING THE INQUIRY

Through the courtesy of Mr. Charles H. Thorne, Director of the Department of Public Welfare of Illinois, access was given to all records, and all officials were instructed to furnish any information requested. The inquiry was begun by visiting the central office at Springfield, Illinois, where conferences were held with the heads of divisions of the departments, viz., Mr. James E. McClure, Assistant Director of Public Welfare; Mr. Frank D. Whipp, Fiscal Supervisor; Mr. John L. Whitman, Superintendent of Prisons; Mr. A. L. Bowen, Superintendent of Charities; also Mr. Omar H. Wright, Director of Finance, and Mr. H. H. Kohn, Superintendent of Purchases and Supplies.

The operation of the system was explained by each of these heads, and opinion was expressed as to the virtues and defects of the plan.

Examination was made of the requisitions for supplies that came from the institutions, with the date of approval by each officer noted; also of the number and character of items disapproved or modified. Specifications were examined, and methods of receiving bids, handling samples and making purchases were noted. Daily reports from the institutions were examined. All reports setting forth accomplishments were read.

The following institutions were visited:

Jacksonville State Hospital,
Peoria State Hospital,
Alton State Hospital,
Kankakee State Hospital,
Chicago State Hospital,
Elgin State Hospital,
Lincoln State School and Colony,
State Training School for Girls, Geneva,
St. Charles School for Boys,
Illinois State Prison, Joliet.

At these institutions conferences were held with the superintendents, and samples of food, with prices paid, taken for subsequent examination and consideration. Opinions and feelings of the superintendents with regard to the operation of the system as compared with that of former systems, were noted. In every case an inspection of the whole institution was made. A sufficient examination was made to form a general impression of the character of the work done and of the progress made under the existing system.

No attempt was made to examine the medical work of the institutions. Nevertheless, certain obvious procedures were noted, such as

the prevalence of unbarred windows, and the high development of occupational work.

A conference was held with Mr. Charles H. Thorne, Director of the Department of Public Welfare, to secure his opinion with regard to various phases of the work and of the operation of the system.

If the officers of a central control system do not fully sense their fundamental task of caring for patients, such lack of appreciation is most likely to be manifest in the specifying, purchasing and delivering of supplies. Accordingly, it seemed desirable to make a detailed examination of the purchasing results. Whether or not purchases were well made could not be ascertained by simply comparing deliveries with market quotations. It seemed advisable to compare the food delivered to the institutions of Illinois with the food delivered to the institutions of Indiana during a like period, inasmuch as the food for the institutions of both states is purchased largely in the Chicago market. Accordingly, the following institutions were visited in Indiana, where samples of food and prices were secured:

Eastern Hospital for Insane, Richmond,
Northern Hospital for Insane, Logansport,
Central Hospital for Insane, Indianapolis,
Village for Epileptics, New Castle,
School for Feebleminded Youth, Fort Wayne,
Indiana Girls' School, Clermont,
Soldiers' Home, Lafayette.

The samples from the Illinois institutions and those from the Indiana institutions were sent to New York City, where they were subsequently valuated.

The facts gathered by the methods indicated above are hereinafter set forth.

THE ILLINOIS SYSTEM

Previous to 1909, except visitation by the State Board of Public Charities, there was no central supervision or control of institutions in the state of Illinois. Each institution was supervised and controlled by a board of trustees. In 1909 separate boards of trustees and managers were abolished, except for the penal and reformatory institutions, and a central Board of Administration was created in whose hands were concentrated the management and control of all the charitable institutions. The penal institutions continued to be controlled by separate boards of trustees. In the same Act the State Board of Charities was also abolished, and in its place a Charities Commission was created. The powers of the Charities Commission, so far as they related to the state charitable institutions, were not materially different from those of the State Board of Charities.

The Board of Administration created in 1909 consisted of five members, appointed by the Governor with the consent of the Senate. The Act provided that not more than three of the Board could belong to the same political party, and one member of the Board must be qualified by experience to advise with regard to the care and treatment of the insane, the feebleminded and the epileptic. The Board was required to elect one of its members as Fiscal Supervisor. The term of office of every member of the Board was six years, and the salary $6,000 per year, with an allowance for traveling expenses. Each member was required to devote his entire time to the duties of his office.

The Act transferred to this Board all the powers exercised by the former boards of trustees of the institutions. In addition, the Board was required to inspect and investigate county jails, city prisons, houses of correction, workhouses, and all places in which persons convicted or suspected of crime were confined. It passed upon plans for jails, almshouses and similar institutions to be erected by any county, city or village. Private charitable associations, in case a complaint was made by two reputable citizens, were inspected by it. It had certain licensing powers for institutions and associations caring for mental defectives and children. This Board, in addition to controlling and supervising institutions, purchased their supplies in conjunction with the Board of Joint Estimate, composed of officers of the institutions. Periodic estimates for supplies, submitted by the institutions, were passed upon. The Board was empowered to employ a Supervising Engineer to look after construction and repairs of the institution.

The Act of 1909 further provided for a Board of Visitors for each institution, to be composed of three members, appointed by the Gov-

ernor with the consent of the Senate. The term of each member was six years. Though these Boards were provided for in the Act, but one or two were appointed. So, the Charities Commission remained practically the only inspecting and advisory body other than the Board of Administration.

This Board of Administration improved conditions existing under the separate boards of trustees. Food and supplies were standardized, both as to qualities and quantities. In some respects the care of the patients and inmates was improved.

The Board of Administration abolished restraint and seclusion of mental and nervous patients; prohibited corporal punishment; extended the hydro-therapeutic treatment; enlarged the training courses for nurses; threw the state hospitals open for public inspection; made public all facts with regard to accidents, and introduced an automatic increase of wages and salaries.

It was the general consensus of opinion that conditions were better under the Board of Administration than under the separate boards of trustees. Nevertheless, there was considerable dissatisfaction, inasmuch as it was the general feeling that politics was a dominant factor in some of the acts of the Board. Also, positive constructive effort in the main seemed to be lacking, owing to a division in the Board along political lines.

As in other states, Illinois had created many boards, commissions and bodies to perform its various services. These had multiplied to an extent that rendered it highly advisable to reorganize much of the work of the state by providing fewer administrative agencies. Accordingly, in 1913 the legislature created an Efficiency and Economy Committee composed of senators and representatives, to make report upon the existing governmental agencies, and recommendations as to needed and desirable reorganizations. This Committee employed a staff under the direction of Professor John A. Fairlie, of the State University. The Commission made its report in 1915, and recommended a much more centralized state government. In the main the recommendations of the Committee were incorporated in subsequent legislation. As applied to the state institutions, however, the Committee's recommendations were but in part followed. It seemed desirable to the Governor and the legislature that the form of control and the organization of the state institutions should conform to the organization and control of other departments of the state. Accordingly, the Act as passed provided for a Department of Public Welfare headed by a Director. Under this Director were placed the penal institutions, which up to this time had had separate boards of trustees. To the Director were transferred all the powers of the Board of Administration and of the trustees of the penal institutions, except that

the purchasing of supplies, and the construction and repairs for the institutions were to be carried on by the Director of the Department of Public Works and Buildings. The supervision of power plants and other engineering matters were also placed under this last-named Director. Thus, the supervision and control of all of the institutions of the state are in charge of the Director of the Department of Public Welfare, with the exception of the control of the functions heretofore noted. In addition to the foregoing powers, to the Director of Public Welfare were transferred the powers formerly vested in the State Deportation Agent, State Agent for the Visitation of Children, Board of Prison Industries, Board of Classification, and the Board of Pardons.

The Department of Public Welfare has the following divisions of work specified in the Act:

Assistant Director
Superintendent of Charities
Superintendent of Prisons
Superintendent of Pardons and Paroles
Fiscal Supervisor.
Criminologist
Alienist

Duties of the officers in each of these divisions are not defined in the Act. All power and responsibility reside in the Director. He delegates such powers as he chooses to the respective division heads. The duties thus delegated are as follows:

Assistant Director

The Assistant Director acts as secretary of the Department, and is the keeper of the Department seal.

He keeps the official records and notifies all parties at interest of policies or rules affecting them.

He performs such other duties as may be designated by the Director.

He represents the Director in the latter's absence.

Fiscal Supervisor

The Fiscal Supervisor has charge of the financial, business, accounting and bookkeeping operations of all institutions and divisions.

He passes on all requisitions for supplies, printing and other items of expense; all requisitions for new employees or to fill vacancies; all payrolls and vouchers.

He interprets orders relating to salaries and wages.

He authorizes the transfer of employees between institutions and divisions and leaves of absence.

He is responsible for properly auditing cash accounts of officers and employees in all divisions.

He authorizes the interchange of farm products and other products between and among the various institutions and divisions.

He authorizes the condemnation and disposition of unserviceable property belonging to all divisions.

He is in charge of farm, garden and dairy activities of all institutions and through the farm, garden and dairy consultants directs their operations.

He is in charge of the employees in the general office of the department.

He prepares statistics and reports of the departmental operations, as may be required by the director, and has authority to require from all divisions and institutions such information as may be necessary to prepare such statistics and reports.

He acts as chairman of price-fixing committees.

Superintendent of Prisons

The Superintendent of Charities has general superintendence of all state institutions of the penal group.

He devises and directs the execution of policies in regard to the disciplinary treatment of individual prisoners.

He cooperates with the Criminologist in devising plans for the examination and re-examination of all prisoners by the professional staff of the Criminologist and directs the execution of suitable recommendations for management and treatment of individual prisoners.

He makes recommendations as to additions to or changes in plant, staffs, industries and local policies.

He makes such inspections and issues such instructions as in his judgment are necessary to maintain the efficiency of the service and the scheme of management.

He authorizes the transfer of prisoners and patients between institutions.

He directs construction work performed by prison labor.

Superintendent of Charities

The Superintendent of Charities has general superintendence of all state institutions of the charitable group.

He has charge of all activities of the department connected with law enforcement and public assistance as they affect children.

He determines the capacities of institutions and assigns territorial quotas.

He makes recommendations as to additions to or changes in plant, staff, industries and local policies.

He makes such inspections and issues such instructions as in his judgment may be necessary to maintain the efficiency of the service and the scheme of management.

He authorizes transfer of patients and inmates between institutions.

He acts as liaison officer between the department and city and county officials and societies organized for social service.

Superintendent of Pardons and Paroles

The Superintendent of Pardons and Paroles acts as chairman at parole hearings, and has charge of all matters pertaining to the parole of inmates of the penal and correctional group of institutions.

He acts as chairman at pardon hearings, and conducts hearings and makes recommendations in the manner prescribed by law.

He keeps records of the inmates of the penal and correctional institutions, and records disposition of cases heard for pardon or parole.

He directs the activities of the parole officers.

He provides rules and regulations for the conduct of pardon and parole hearings as required by law.

Alienist

The Alienist acts as chief medical adviser of the charitable group of institutions.

He devises policies concerning general or special medical treatment, care and after care of patients.

He directs schools of nursing, occupational therapy and social service.

He acts as Director of the State Psychopathic Institute.

He acts as liaison officer between the Department of Public Welfare and schools of medicine, nurses, hospitals and physicians.

Criminologist

The Criminologist acts as chief medical officer of the penal and correctional group of institutions.

He devises and recommends policies concerning general or special medical and disciplinary treatment, care and after care of prisoners and delinquents.

He cooperates with the Superintendent of Prisons in devising plans for the examination and re-examination of all prisoners by the professional staff under his direction, and the making and executing of suitable recommendations as to the management and treatment of the individual prisoners.

He acts as liaison officer between the Department of Public Welfare and other agencies or organizations dealing with delinquency.

He acts as Director of the Juvenile Psychopathic Institute.

The Director of Public Welfare has created a Committee to hold pardon and parole hearings. The members of this Committee consist of the Superintendent of Pardons and Paroles, the Assistant Director of the Department and the Superintendent of Prisons. Recommendation for pardon or parole rests upon the decision of the chairman, and not upon the vote of the Committee.

In addition to the foregoing divisions of work, the Code provides that there shall be in the Department of Public Welfare a Board of Public Welfare Commissioners composed of five persons. Although the Code states that this Welfare Commission is in the Department of Public Welfare, it can be considered a Board of that Department only by classification, inasmuch as the Commissioners are appointed by the Governor, and the Director of the Department has no authority over the Commission. The Commission has power to investigate any matters in connection with the institutions, and to report its findings to the Governor. It takes the place of the former Charities Commission and the older State Board of Charities.

It will be noted that the Act does not empower the Department of Public Welfare to purchase supplies, or to erect or make repairs to buildings. These functions have been placed in the Department of Public Works and Buildings. That Department is empowered to purchase all supplies and equipment used by the institutions; to prepare plans for and erect buildings; to make repairs; to plan the development of grounds. All purchases except building material, engineering supplies and equipment, are made through a Superintendent of Purchases and Supplies. Building material and engineers' supplies are contracted for through a Supervising Architect. Both of these officers are division heads in the Department of Public Works and Buildings.

The Code provides, in the Department of Public Works and Buildings, for a Supervising Engineer who supervises the heating and power plants of the institutions, although such rights and duties do not seem to be clearly defined in the Code.

A Finance Department is created by the Code, with a Director of Finance in charge, who has general financial powers over all other departments responsible to the Governor. This Department can establish forms of bookkeeping and reports; supervise and examine expenditures; establish specifications for supplies, and methods of advertising; approve or disapprove vouchers and bills, and formulate for the Governor a State Budget. In thus exercising his power to formulate this budget, he may modify the budgetary estimates submitted by the Department of Public Welfare. The Code thus gives the Director of Finance very full power over the institutions in that he can establish their specifications for equipment and supplies, and can approve or disapprove all bills for expenditures.

The theory of this form of governmental organization is that the Governor shall be held responsible for the operation of the various departments under his jurisdiction. The Governor's responsibility is delegated to Directors to whom all administrative power is given as pertaining to their respective departments, except where certain functions are delegated to some other Director. Where such power is so

delegated to another Director, the theory is that if conflict arises between Directors, the two Directors will confer and reach some working agreement. If, however, they fail to agree, either or both may carry the matter to the Governor, who decides it. To illustrate: Should the Director of Finance establish a form of accounting or reporting that was too exacting for the institutions; or, should he refuse to approve certain classes of expenditures, it would be the duty of the Director of Public Welfare to confer with the Director of Finance with regard to the matter, and if they fail to reach an agreement, then either or both could take it to the Governor, who would decide. Also: Purchasing for the Department of Public Welfare, as heretofore stated, is done by the Department of Public Works and Buildings. If the Superintendent of Purchases and Supplies in the Department of Public Works and Buildings does not perform his function satisfactorily to the Director of Public Welfare, that Director is supposed to confer with the Director of the Department of Public Works and Buildings to the end that any difficulties may be rectified. Should the latter Director support his division head, the Director of Public Welfare could then take the matter to the Governor, who would hear both sides of the controversy and decide what should be done in the matter.

Again, should there be a conflict between the Fiscal Supervisor and the Superintendent of Charities, both in the Department of Public Welfare, either of the two division heads could take the matter to the Director of the Department for decision.

In this form of governmental organization, the assignment of duties is clear, and the procedure for adjusting conflicts is designed to be direct and speedy.

THE SYSTEM IN OPERATION

Opinion of Officers as to the Desirability of the System

As heretofore stated, conferences were held with heads of departments, division heads, and with managing officers or superintendents of institutions. An officer in office and an integral part of the system, can scarcely be expected to express himself freely with regard to the system of which he is a part. His real feeling must be gathered from incidental remarks, from actions, and from what he fails to say rather than from what he does say. The interpretations here expressed are the result of all these methods of approach. All directors and heads of divisions were favorable to the present system as compared with the former Board of Administration.

Some superintendents of institutions were in doubt whether or not the present system is better than the Board of Administration. Others said they were not able to secure their supplies as quickly as heretofore; several stated that they felt that the number of approvals required on requisitions unduly delayed the purchasing of supplies, and that purchasing was done more speedily under the former Board of Administration. One superintendent stated that he preferred the older system of a board of trustees where the purchasing was done by each institution. Under that system he said he could shop around and purchase at lower prices than those secured by the Superintendent of Purchases and Supplies; he could take advantage of market conditions, and lay in large quantities when the market was low.

Criticisms were made as to some details, and opinion was expressed that certain modifications should be made, but on the whole, the feeling seemed to be that the system was operating well, and better than any system heretofore tried by the state.

There was no indication that the Public Welfare Department was interfered with by the Director of Finance, or by the Director of the Department of Public Works and Buildings. It was stated that there had been a few occasions when differences of opinion had arisen, but these were quickly resolved by conferences between the Directors. The question was asked, whether or not occasion for conflict has arisen between the Superintendent of Charities, who has the responsibility of the care of patients and inmates, and the Fiscal Supervisor, who can regulate the finances of the institutions under the charge of the Superintendent of Charities. It was clearly and definitely stated by the Superintendent of Charities that there had not arisen in the three years any friction between himself and the Fiscal Supervisor; that the Fiscal Supervisor had taken no arbitrary action without consulting him. A like statement was made by the Superintendent of

Prisons. The statements of these Superintendents were evidently sincere, and indicated the conditions that now exist.

Mr. Charles H. Thorne,* Director of the Department of Public Welfare, is President of Montgomery, Ward & Co. He is a man of large business experience, who is serving as Director at a marked financial and personal sacrifice; a man free to express himself, and to make criticisms if he thought that they should be made. He endorsed the system with minor reservations. Some readjustments he thought should be made, but on the whole, in his opinion, the institutions were improving faster, were in better condition, and the inmates and patients were being better cared for than during any previous period.

To test these opinions, examination was made of records and supplies, as indicated below.

Relative Cost of Present and Former Systems

Much is claimed for economy secured by the present system. The question arises whether or not these economies are offset wholly or partly by an increased cost of operating the system as compared with the cost of operating the former Board of Administration and allied control bodies.

The expenditure for administrative purposes of the Board of Administration, of the Charities Commission, and of the Boards of Trustees of the three penal institutions for the year 1913-1914 was about $145,000. It is probable this had increased somewhat before the introduction of the new system, and it may be stated that in round numbers the annual expenditure of the former system was $150,000. The expenditure for the Public Welfare Department, including also an estimate of that portion of the work of the Superintendent of Purchases and Supplies, of the Supervising Engineer, and of the Supervising Architect, devoted to the Department of Public Welfare, for the year 1918-1919, was approximately $100,000. Thus, it appears that the administrative control of the state institutions under the present plan costs approximately $50,000 annually less than it cost under the Board of Administration and the boards of trustees for penal institutions. This saving, however, is a small factor as weighed against the success or failure of a system of administration in terms of the welfare of the patients.

Formulation of the Annual Budget

The annual budget, which in the state of Illinois is made biennially, is first made out by the Superintendent of each institution and presented to the Fiscal Supervisor in the Department of Public Welfare. He, in conference with the Superintendent of Charities and the Super-

* Mr. Thorne resigned at the expiration of Governor Lowden's term, and the incoming Governor appointed Judge C. H. Jenkins as Director of the Department of Public Welfare.

intendent of Prisons, formulates a budget which is presented to the Director of the Department. The budget as approved by the Director is transmitted to the Director of Finance, who has full power to modify it. The Director of Finance is responsible for formulating the entire state budget ready for the approval of the Governor, except those for the Secretary of State, the State Auditor, State Treasurer, Attorney General, Superintendent of Public Instruction, Board of Equalization, and University of Illinois. The Governor presents the budget to the legislature.

This process insures a full review of the budget. The Director of the Department first formulates it. Then it is adjusted by the Director of Finance and by the Governor to the needs of all other departments. There is appropriated to the Director of Finance a Contingent Fund, which for the biennium 1917-1918, was $50,000. In addition, each of the other departments, except the Department of Public Welfare, has also a contingent fund. The Director of Finance is supposed to come to the aid particularly of the Department of Public Welfare in case of a contingent or emergent need. Thus far, during the three years of the operation of the new system, the Director of Finance has been called upon but for small expenditures from the Contingent Fund, for the Department of Public Welfare. Some buildings have been injured by cyclones and in other ways. The buildings have been repaired from such funds.

Handling of Requisitions

Requisitions are sent quarterly from each of the institutions to the Fiscal Supervisor. In addition, there is no limit to the number of special requisitions which may be sent in. Each institution, in addition, has a $1,000 contingent fund. The requisitions are not presented to the Superintendent of Charities or to the Superintendent of Prisons, but if the Fiscal Supervisor deems it advisable to modify or eliminate any items, he takes such items up in conference either with the Superintendent of Charities or with the Superintendent of Prisons, according to which one may be interested in the proposed modification. After approval by the Fiscal Supervisor, the requisition is sent to the Director of Finance for consideration and approval. His approval is supposed to involve only the determination whether or not there are funds available out of which the articles requisitioned may be purchased. He has power, however, to raise the question whether or not any expenditure or class of expenditures is advisable. In practice, he seldom raises such question, but confines his decision to the fundamental question of whether or not there be funds available. The requisition is then sent to the Director of Public Works and Buildings for his approval to purchase. If the requisition is for building material or

engineering equipment and supplies, it receives the approval of the Supervising Architect or of the Supervising Engineer. Thus, the requisitions require at least three, and possibly four, approvals before they are placed in the hands of the Superintendent of Purchases and Supplies.

The file of requisitions was examined; note was made of the date stamp of approval by each of these departments. Thus far, there seems to have been comparatively little delay in the progress of the requisitions through these departments. The requirement that the requisitions shall have all of these approvals, sooner or later is sure to cause at times serious delay—delay that will be hampering to the institutions. This statement is based on a general knowledge of governmental departments.

The estimates also were examined, to determine to what extent they were modified by the Fiscal Supervisor or other approving officer, after leaving the institutions. There were surprisingly few modifications. Seldom was an article eliminated, or even reduced in amount, except in the last quarter of the year, when some reductions were made. These reductions, in connection with food, were made in such round numbers and on such classes of food as to indicate that comparatively little study and consideration had been given to the reductions made. An illustration of the modifications in the fourth quarter of the year 1919, is as follows:

Institution	Article	On Hand lbs.	Requisition lbs.	Allowed lbs.
Chicago State Hospital	Apples	0	6,000	5,000
	Figs	0	6,000	5,000
	Peaches	4,000	6,000	5,000
	Prunes	4,000	6,000	5,000
	Raisins	0	3,000	2,500
Peoria State Hospital	Apricots	0	5,000	3,000
	Figs	0	4,000	3,000
	Peaches	0	3,000	2,500
	Prunes	0	4,000	3,000
	Raisins	0	4,000	3,500
Watertown State Hospital	Soda Crackers	0	5,000	4,000
	Beans, Lima	0	5,000	4,000
	Beans, Red	0	6,000	4,000
	Rolled Oats	800	5,200	4,500
	Rice	0	5,000	4,000

Broadly speaking, the requisitions received less modification at the central office than would normally be expected.

The officers are not required to use only the class of food purchased for inmates and patients, but are allowed to requisition special food for their tables. Butterine is purchased for all patients and inmates. The officers are allowed butter. They are allowed fresh and canned fruits, and various other items given to the inmates and patients in limited quantities.

Care of Patients and Inmates

It is not easy to compare the work of one administration with another, owing to the fact that it is almost impossible to measure their respective handicaps. Inevitably many things that are obviously needed cannot be done at a particular time, and must be left to some succeeding time and administration.

The Board of Administration made distinct improvements in the institutions during its period of incumbency. Standards of food and care of patients were established not theretofore existing. Many things, however, were not done which have since been accomplished by the system now in operation. In attempting to reach a comparative judgment of the two systems, consideration must be given to the relative rapidity of improvement. It must be determined whether or not there has been any recession or any "marking of time." Also, comparison should be made between the measures adopted in Illinois and those adopted in other states.

A limited attempt was made to measure such advances as may have taken place in the care of patients and inmates. This was not done by detailed examination, but by general inquiry into measures that had been adopted, and by general observation while going through the various patients' buildings of the institutions.

Two conditions in the hospitals for the insane were worthy of note: First, on going through the institutions, the absence of bars or window screens of any sort was very noticeable. The statement was made at the central office that this was the general condition. At one of the institutions, an iron fence of considerable length had been constructed out of the gratings that had been removed from the windows. In some institutions there appeared to be no locked wards, although there were probably a few. Taking the insane hospitals as a whole, there are few window bars or screens, and sixty per cent. of the wards are without locks. It was stated by the Superintendent of Charities that if the buildings were but one story high, most of the remaining locked wards would be abolished. Unfortunately, there are many of the old type three or four story buildings.

The removal of bars and locks is an illustration of the progressive work done by the new administration. No judgment is passed as to the practicability of the almost total removal of bars and locks.

The second outstanding feature observed in these institutions, was the extended development of occupational work. Many insane hospitals throughout the United States have developed good occupational work, but in none so far as the writer is informed, has occupational work been carried to the extent that it is carried in Jacksonville State Hospital, in Illinois. As a visitor goes through the institution, he finds

almost no patients in the day rooms or wards. They are carrying on occupational work in special rooms. The lowest type of dementia praecox is thus occupied. The writer secured a schedule of assignment of patients in Jacksonville State Hospital for June 9, 1920. It indicated that out of a population of 2,172, there were employed that day 1,715. As stated by the Superintendent and by the Superintendent of Charities, this does not mean incidental employment, but practically all day employment for those listed. This employment takes a variety of forms. Some patients are employed in the care of wards and buildings; others in construction work about the institution; some are detailed to harvest fields. The largest proportion, however, are in occupational work.

The question naturally arises: Does it not require many more employees to carry on such work with the patients? This question was inquired into, and it was found that there were on the payroll August 1, 1918, 328 employees in the Jacksonville institution. At the corresponding time in 1920, there were but 284 employed. In the meantime, the occupational work had been started and developed. Many of those formerly day attendants on the wards and in the day rooms are now occupational teachers. Less night help is required, since the patients, having worked all day, usually sleep well. It was the opinion of the Superintendent and of the Superintendent of Charities, that the patients were being cared for better, and were happier in their surroundings with the fewer employees of 1920 than with the greater number of 1918.

At this institution, men are detailed as harvest hands, and work on various farms within motoring distance of the institution. There was an average of six to ten such details during the harvest season, each detail numbering from 10 to 25. The farmers come for these patients with a motor truck. They are accompanied by their attendant, and remain in his charge throughout the day, returning in the evening to the institution. These men work in the hay field, help in the harvesting of wheat and oats, and also husk corn. The writer visited one of these details on a farm some distance from the institution, and talked with the patients. They were apparently happy and contented. The question will be raised whether or not this method of detailing patients to work on farms is an advisable procedure. It is a procedure that could be easily abused, and unless properly safeguarded would undoubtedly work harm, at times, to the patients. There are no surface evidences, however, at Jacksonville, that there was any abuse. On the contrary, the system seemed to be operating to the advantage of the patients, and certainly to the profit of the institution.

The system is in operation to a much less degree in other institutions

of the state, because of the location of the institutions in farming communities where such work is not called for.

Provision is made for the weighing of patients every month. These weights recorded on charts are sent to the office of the Superintendent of Charities. If loss of weight be noted, inquiry is made as to the quality and quantity of the food which has been served. Daily protein and calory determinations are sent to the Fiscal Supervisor's office. But the reports do not seem to be used as a basis of regulation. The weighing charts, however, are apparently reviewed.

Illinois was the first state to create the position of Criminologist. This office is filled by Herman M. Adler, M. D., selected because of his work along similar lines, chiefly done in Boston. Dr. Adler with his staff, which includes psychologists, makes a detailed study of each man. The records thus secured form a basis upon which the prison officers judge as to the handling of each prisoner.

The doubling of the number of parole agents for the penal institutions in Illinois had remarkable results in reducing the proportion of men returned to prison for misconduct. During the past two years 7.29 per cent. of those on parole from Joliet Prison were returned as against an average of 17 per cent. during the preceding twenty years. At Pontiac Reformatory the corresponding percentages were 7.07 as against 13.7. The cost of the additional parole agents was a very small fraction of what would have been the cost of the support of the additional percentage of men who would have been returned to the prison under earlier conditions.

Illinois under the present administration is a pioneer in another regard. The Division of Pardons and Paroles has put into operation what is called "Industrial Parole." This is a system whereby prisoners are paroled in a group to an industrial establishment. The establishment takes certain responsibility of oversight of the paroled prisoners. At the same time they are visited by parole agents. The prisoners have all the privileges of parole, and receive the current wage of the factory. In other words, it is in no sense a contract system whereby the state is paid for the services of prisoners. The only relation the factory bears to the state is that an agreement is made to keep a closer watch upon the paroled prisoners than they naturally keep over the general run of employees. This system is considered very satisfactory in Illinois, and is being examined with marked interest by other states.

A visit was made by the writer to Joliet State Penitentiary, and to the new penitentiary under construction at Lockport. These visits were made, accompanied by the Superintendent of Prisons, Mr. John E. Whitman, who explained the plan of operation of the new prison. The prison plans have been modified from those first adopted, in order to make possible a better classification of prisoners on the merit basis.

Much stress is being laid by the present prison administration on the merit system as distinguished from the former honor system. The honor system selected a man to be trusted in certain positions, on the basis of general observation and personal judgment. This judgment frequently proved erroneous. The merit system is designed to graduate a man through progressive tests, by which, if he meets the tests, he will ultimately reach a position of some trust and responsibility, and may thereafter attain parole.

Purchasing of Supplies

As heretofore noted, the purchasing of supplies for the institutions is assigned to the Department of Public Works and Buildings, and by the Director of that Department is delegated to a Superintendent of Purchases and Supplies, who does the buying. Some of the building materials and engineering equipment and supplies, however, are purchased by the Supervising Architect. A clear understanding could not be obtained as to when the Supervising Architect would choose to purchase and when he would choose to approve a requisition and delegate the purchase to the Superintendent of Purchases and Supplies. In general, as nearly as could be found out, the Supervising Architect usually bought material for new buildings and for repairs, delegating minor purchases to the Superintendent of Purchases and Supplies.

No central storehouse is maintained, to which and from which supplies could be delivered. Goods are shipped direct to the institutions on order of the Superintendent of Purchases and Supplies, if the whole contract is to be shipped at once. If subsequent shipments are to be made, order is sent by the institution to the contractor for shipment.

The Superintendent of Purchases and Supplies is supposed to exercise no initiative or opinion as to the kind, quality or quantity of supplies or equipment which the institutions are to use. He is supposed to act purely as a purchasing agent for the items on approved requisitions. So far as could be ascertained, with few exceptions he follows this procedure. There were some instances noted, however, where a certain kind of fabric was listed on a requisition, and where substitution of a different kind was made without conference with the Superintendent of the institution, with the Fiscal Supervisor, or with the Superintendent of Charities. Though a number of instances of such substitution was discovered on the records, yet on the whole, the proportion of such substitution was so small compared with the total number of purchases, that they cannot be said to have caused any serious inconvenience to the institution. The very fact, however, that substitution can be made without conference, shows a tendency that should be carefully guarded against, since, if the practice should be

extended to any degree, serious inconvenience to the institutions might result.

The Superintendent of Purchases and Supplies, Mr. H. H. Kohn, was a clothing merchant from Southern Illinois, a man who had been successful in business, competent as a buyer, and in his work for the state is conscientious, painstaking, and honest. His knowledge of clothing and fabrics enables him to do good buying along these particular lines, but his lack of knowledge of foods and of the methods of purchase which should be applied to them, is obvious. For instance, the samples of the successful bidder were stored, during the period of the contract, in the original containers submitted by the contractors. The containers are usually a variety of pasteboard and paper boxes. Samples readily deteriorate in such containers, and in a comparatively short time after the contract has been entered into the sample ceases to be of the same grade and character as the contract called for. Therefore, it ceases to be a standard against which the supplies of the contract are to be delivered. Again, no samples of the foods contracted for are sent to the institutions to serve as a standard against which deliveries are to be received. The only basis of judgment the receiving storekeeper can use is the printed specifications. But the Superintendent of Purchases and Supplies in some cases, at least, received samples which did not correspond to his printed specifications. He entered into a contract on the basis of the sample instead of the specifications, then failed to send a portion of the sample to the institution. This was particularly true of evaporated apples, where the sample in the central storehouse for the July-September contract was much inferior to the terms of the specifications for apples. The failure to make it clear whether the contract is on the basis of the specifications or on the basis of a sample; the failure to keep samples in airtight containers, and the failure to send samples to the delivery points—are all a conclusive indication that the person responsible for such a system or lack of system either does not understand purchasing foods, or does not exercise the knowledge which he has.

No endeavor has been made at the institutions to instruct or educate the storekeepers who are responsible for receiving supplies. It might be said that this is not a function of a purchasing agent. It cannot be questioned, however, that this is a function which must be rightly performed if good purchasing is to be done. One of the important and essential elements of good purchasing is to see that the goods purchased are delivered. The Superintendent of Purchases and Supplies is in one department and the receiving storekeepers are in another department. For this reason he may hesitate to initiate any procedure looking toward their instruction or regulation. Should he do so, difficulties might readily arise. This at once raises the question whether

or not purchasing can be done satisfactorily by any department other than the department which uses the supplies purchased.

Purchases of supplies and equipment for the institutions are made chiefly for three-months' periods. Supplementary requisitions are received time by time, and these purchases are made as requisitions are received. The Superintendent of Purchases and Supplies has not been able to overcome one of the shortcomings of a central purchasing system, viz., contracts are made at a definite time for a definite period. That is, just preceding January 1, he contracts for the period from January 1 to April 1; preceding April 1, he contracts for the period from April 1 to July 1, and so on. This is irrespective of market conditions. One of the weaknesses of central purchasing is this definite time and definite period contract.

Promptness of Purchasing

Examination was made, at the institutions, of the correspondence between the institutions and the Superintendent of Purchases and Supplies, to determine what delays there may have been, so far as noted by correspondence, in the purchase of the supplies requisitioned.

In general, it may be said that the institutions have little ground of complaint due to delay on the part of the Superintendent of Purchases and Supplies in ordering the goods requisitioned. The records of a number of institutions showed no appreciable delay. At some institutions, however, there was sufficient delay to cause considerable inconvenience. The following items, taken from several institutions, illustrate the delays mentioned.

State Training School for Girls

Supplies due April 1st:

Date of letter calling attention to the fact that no notification of award had been received.	ITEM
May 8	Furnishings for new cottage
" 8	800 lbs of soap chips
" 8	680 lbs. washing powder
" 8	280 lbs. sal soda
" 12	100 gals. roof paint
" 12	1520 lbs. white lead
" 20	1 barrel Slug Shot
" 20	14 lbs. Paris Green
June 10	Fruit jars
" 11	2300 yards gingham
" 11	100 yards Dresser Damask
" 11	600 yards Kimona Crepe

Peoria State Hospital

Up to July 1, the end of the three-month's contract period, no notification of award had been received on the following items:

Malted Milk	50	lbs.
Arsenate of Lead	25	"
Packing	36	"
Gaskets and Packing	64	"
Bedside Feeding Tables	60	
Bed Screens	42	
Mason Jars	12	dozen
Agate Buttons	5	gross
A variety of dishes		
Binding twine (To be used for binding wheat and oats, which was very urgently needed, and had not been received on July 9.)		

Certain delays were noted at other institutions. The foregoing is sufficient to illustrate the character of delay in ordering the goods on the part of the Superintendent of Purchases and Supplies. No note was made of the delay in receiving goods after order has been placed by the Superintendent of Purchases and Supplies, since market conditions have been such that serious delays in delivery have been frequent and almost unavoidable.

As previously stated, though the above-mentioned delays were noted, and in some instances were a serious inconvenience, yet on the whole the ordering of supplies was promptly done by the Superintendent of Purchases and Supplies.

Efficiency in Buying

An endeavor was made to ascertain whether or not the Superintendent of Purchases and Supplies did his buying economically. This is a matter difficult to determine with certainty. It is of little value to compare the prices paid with the published market prices. In the first place, the market price of a great portion of the supplies is not published; in the next place, when it is published, it is of little value in determining the price at which institutional supplies should be secured owing to the contract time and periods under which such supplies are purchased. It seemed advisable, as a method of arriving at a judgment, to compare the qualities and prices of supplies secured by the Superintendent of Purchases and Supplies in Illinois with like supplies purchased for the institutions in Indiana, inasmuch as both groups of institutions purchase from the same market, viz., Chicago. Having determined to make this comparison, the writer visited ten institutions in Illinois, and secured from each certain samples of foods which have a uniform rating practically throughout the United States, viz., evaporated applies, peaches, apricots, prunes, Navy beans, tapioca, rice and rolled oats. Specifications for these standard articles are understood by all dealers, inasmuch as practically the same grading is used everywhere. The writer in person then visited the following institutions in

Indiana, where he secured like samples: Soldiers' Home, Lafayette; Northern Hospital for the Insane, Logansport; Central Hospital for the Insane, Indianapolis; Eastern Hospital for the Insane, Richmond; Indiana Girls' School, Clermont; Village for Epileptics, New Castle; and School for Feebleminded Youth, Fort Wayne. These food supplies in Indiana were contracted for by a Joint Purchasing Committee composed of officers of the institutions—a system somewhat similar to the Purchasing Committee system connected with the State Hospital Department in New York State.

The samples taken from the institutions of Illinois and those of Indiana were from the deliveries preceding July 1; the supplies under the July-September contract not having arrived. The prices recorded, however, for the institutions of both states, are for the contract period July 1 to September 30. Inasmuch as the specifications were the same for both contract periods, it is probably fair to compare the samples of the previous contract with the prices of the present contract.

The samples were sent to the office of the writer in New York, where they were recorded by key numbers. The services of an expert on foods were secured from R. C. Williams & Co., wholesale grocers. This expert passed upon each sample, and rated it in accordance with its specifications and the price paid. In some instances, such as evaporated apples from Illinois, the price paid indicated that the contract was for apples lower than the specifications called for, and his comparison and rating were on the basis of the grade actually contracted for. In the tables hereinafter presented, each key number at the top represents an institution. The institutions are not named, owing to the fact that criticism might lie against some individual superintendents or storekeepers. In some cases, samples could not be secured, inasmuch as the institution was out of the article. A sufficient number of each kind of foods was secured, however, to make the comparison of the foods between the institutions of the two states fair and equitable. The grading made by the food expert above mentioned is recorded in the following tables:

RATING OF SAMPLES OF FOOD SECURED
at
STATE INSTITUTIONS
of
INDIANA

NOTE.—The unit cost is for the contract period beginning July 1st, for delivery during the following three months. Each key number represents a specific institution. The cost under each key number represents the value of the food delivered.

Specifications	Contract Price	No. 1	No. 2	No. 3	No. 4	No. 5	No. 6
Exaporated Apples. Choice Ring Cut in 50-lb. boxes. Samples...	.14	.14					
Evaporated Peaches. Choice California Muir in 50-lb boxes. Sample	.185	.185	.185	.185	.15	.185	.185
Prunes. Choice California Santa Clara, 80-90, in 50-lb. boxes. Sample	.135		90–100 .125	90–100 .125	60–70 .165	90–100 .125	
Evaporated Apricots. Choice California Santa Clara in 50-lb. boxes. Sample	.28			.28		.25	
Navy Beans. Choice hand-picked navy in bags. Bags free. Sample..	.082		.075	.082		.062	.062
Rice, Whole. Unbroken head rice, in original bags. Sample....	.1175	.1175	.1175		.1175		.1175
Rice, Broken. Broken Rice in original bags. Sample.....	.0975					.0975	
Tapioca. Pearl, ...oz. packages, ...in case. Bulk 140 lb. bags. Bags free	.08		.07	.08		.08	.08
Rolled Oats. In bags or original barrels.....	.05	.02	.03		.03	.05	.05

RATING OF SAMPLES OF FOOD SECURED
at
STATE INSTITUTIONS
of
ILLINOIS

NOTE.—The unit cost is for the contract period beginning July 1st, for delivery during the following three months. Each key number represents a specific institution. The cost under each key number represents the value of the food delivered.

Specifications	Contract Price	No. 10	No. 11	No. 12	No. 13	No. 14	No. 15	No. 16	No. 17	No. 18	No. 19
Evaporated Apples. Choice Ring Cut; to be made from peeled and cored apples, containing not more than 27% moisture. 50-lb. current crop; net weight when packed	.11	.11	.09	.09	.11	.10	.1075	.11	.10		.11
Evaporated Peaches. Choice 50-lb. boxes; net weight when packed	.11	.09				.105		.11			.10
Prunes. California Clean, 60's to 70's; 50-lb. boxes net weight when packed	.14⅝	70–80 .12⅝	70–80 .12⅝	90–100 .09		60–70 .14⅝	70–80 .12⅝	60–70 .14⅝	80–90 .11⅝		80–90 .11⅝
Evaporated Apricots. Choice halves. California 50-lb. boxes	.21⅞	.21⅞	.20								
Evaporated Apricots. Choice slabs. California 50-lb boxes	.2525										.2525
Navy Beans. Dried. Michigan grading, latest crops, in bags	.075		.075	.07	.075	.075	.075		.075		
Rice. Choice, broken in sacks	.0725	.0725	.0725	.0675	.0725	.0725		.0675		.07	
Tapioca, Pearl, good quality in bags.....	.0648	.0648	.0648	.0475	.0648	.05	.05	.0648			.05
Rolled Oats. Good quality made from white oats; free from smut and of latest crop. To be thoroughly kiln dry, free from hulls and other deleterious matter. 90-lb. bags	.06	.0475	.06	.0475	.06	.0475	.0475	.0475	.045		.06

It will be noted in the foregoing tables, that the contract unit price per pound is given in the first column, and the estimated value of the article delivered is registered under the respective key numbers representing institutions. For example, the contract price for evaporated apples in the state of Illinois was 11 cents per pound. Deliveries to Institution No. 10 corresponded to the quality of article contracted for, whereas deliveries to Institutions Nos. 11 and 12 were below the standard, and were valued at 9 cents per pound.

It will be noted in general that the contract price per pound is somewhat lower for most of the articles in Illinois than in Indiana, the only exception being rolled oats. On the other hand, the quality contracted for was in most cases better in Indiana than in Illinois. For instance, the Indiana institutions paid 14 cents per pound for evaporated apples, whereas in Illinois the contract price was 11 cents a pound. Although there seems to be little difference in the specifications of the two states, the sample which was used as the basis of the contract in Illinois did not correspond to the specifications, and the lower price represented a fair value of the grade that was selected. The sample of broken rice in the central office in Illinois was below the specifications, owing to the small portion of hulls remaining in the rice.

In the case of prunes, the Illinois price was 14⅝ cents per pound, for 60-70's, whereas the Indiana price was 13.5 cents per pound for 80-90's. This would indicate a somewhat lower price for Illinois than for Indiana, considering the different sizes specified. On the other hand, nearly all of the deliveries in Illinois were smaller in size than provided by the specifications.

On Navy beans the contract price was less in Illinois than in Indiana, and the deliveries better than in Indiana.

The contract price for tapioca was less in Illinois than in Indiana, but the deliveries were in most cases below the specifications.

The contract price for rolled oats was higher in Illinois than in Indiana for the same grade, and in addition, the deliveries were inferior to the deliveries in Indiana.

In Illinois, 54 per cent. of the samples showed defective delivery, as against 40 per cent. in Indiana.

These variable factors made it somewhat difficult to render judgment as to which of the two states is doing better purchasing. All things considered, however, it seems fair to conclude that the two systems are producing about equally good and equally bad results. Comparing the results in Indiana with the results published in "Fiscal Control of State Institutions" ten years ago, it would seem that the purchasing is less satisfactory now under a central purchasing committee than when done by the institutions purchasing separately. This result, however, is probably due, not to the modified system of purchase, but rather to

the fact that the system has been in operation but a short time; that disturbed market conditions make it difficult to secure deliveries; that it was much resented by the institutions, and that it has not had a fair opportunity to produce the results that might be expected of such a system. But part of these qualifications can be made with regard to Illinois. There the purchasing system has been in operation three years, and during that period under the control of the same Superintendent of Purchases and Supplies. The disturbed condition of the market would enter as a partial explanation of low grade deliveries.

It may be argued that the small number of samples of food selected as a basis of comparison does not form an adequate basis on which to judge the relative merits of purchasing in the two states. Such an objection would have some merit, if judgment were to be based only on this one factor. But all of the other facts must be taken into consideration, viz., that in Illinois specifications were adopted and then departed from without notification to the institutions; the samples were not protected, nor sent to the institutions. This picture indicates a low standard of purchasing. The Purchasing Committee in Indiana did send samples to the institutions. So where, in contracting, a specification was departed from, the sample gave notification to the institutions of such departure.

The main difficulty in Illinois probably is that one man is expected to furnish expert knowledge on the whole range of supplies used by the institutions, and for that matter, by all departments of the state. It is impossible that one man could have such expert knowledge. The present incumbent of the purchasing office undoubtedly has good knowledge of clothing and fabrics. Had the Governor selected a man who was well versed in foods, it is more than likely that he would have little knowledge with regard to clothing and fabrics. It would be possible to organize a central purchasing office with a sufficient variety of experts on the different lines of supplies, so that all kinds of supplies needed by the institutions could be purchased with full knowledge of the product to be delivered. Such an organization, however, would be very expensive, and it is questionable whether or not it would pay the state to make the necessary outlay.

Wholesale and large retail houses purchase very large quantities of most of the articles in which they deal. Such houses are warranted in employing experts for each article or small class of articles. Though the state purchases in reasonably large quantities, it does not purchase, of any particular article, a quantity approaching that purchased by the large houses. The amount purchased by the state would not warrant the employment of the number of experts employed by large private firms.

The foregoing consideration raises questions, not only with regard

to the purchasing done in Illinois, but also with regard to state purchasing in general. The matter will be taken up for further consideration in a subsequent section of the Report.

New Buildings

The present administration is showing marked initiative in the type of new buildings erected. The administration believed in and attempted to make uniform throughout the institutions for the insane, the policy of no window bars or screens. Owing to the old type multiple story building, it found it difficult to make this policy general. It was the feeling that if they had one-story buildings, the barred or screened windows could be practically entirely abolished. Again, in practice, they found the one-story building easier to administer. Such a building, moreover, falls into the cottage type, with all the advantages of that type. These and other considerations caused the adoption of the one-story building as the general type to be used in new construction. The entire new hospital at Alton is to be composed of these one-story buildings, except the reception buildings and employees' dormitories.

Apparently, the only arguments of any note against a one-story building, are that it is alleged to cost more per bed than the two or three story building, and that the heating cost is greater. These alleged extra costs may be questioned. A one-story building may be constructed with lighter foundations and walls. It need not be fireproof. No stairway spaces are required. Ceiling height can be maintained, yet with low side walls.

The heating of relatively small one-story buildings is a problem. For a given number of beds, such buildings cover much more ground than congregate buildings. Thus, if they be heated from a central plant, the cost of the distribution system is much increased and the subsequent operating cost is larger. This difficulty need not be a barrier in territories using hard coal. It seems to be possible to use furnaces for such cottages, with their care entrusted to inmates. Where bituminous coal is used, it may be necessary to heat each cottage from a central plant, since only in such plants can smoke be fully controlled.

When all factors are considered, the per bed construction and operating costs are probably but little, if any, greater in the cottage type than in the older congregate type of buildings. Moreover, some additional cost would be warranted, since the patients can be better cared for in a one-story than in a multiple storied building.

How an institution should be laid out and constructed is a question still open for discussion. All probably will agree that every effort should be made to simplify the institution, and to reduce the capital cost. Unless this be done, it is almost hopeless to expect the state to house all of the insane, epileptic, and feebleminded needing state care.

Small, inexpensively constructed and heated buildings, not requiring central heating plants and expensive machinery, may be a factor in the solution of this problem.

Mr. A. L. Bowen, Superintendent of Charities, in a paper read before a meeting of State Officers interested in state institutions, held in Chicago in June, 1920, spoke on the institution as a community. In this paper, he set forth the idea that the institution, or place where state wards are to be kept, should be adjusted to the individual, rather than the individual adjusted to the institution. Since inmates of institutions are persons who, for one reason or another, do not find it possible to accommodate themselves to ordinary community life, he raised the question whether it be not feasible to create a community in which such persons can adjust themselves and live a fairly normal life, rather than to build an institution in which they must to a large extent accommodate themselves to institutional procedure. In other words, the layout and the administration of an institution should be viewed from the standpoint of a community.

It was his feeling that if an institution were viewed from this standpoint, its method of construction would be quite radically modified from that used to-day, and its administrative problem would be materially changed. He threw the subject out as one worthy of thought and consideration, without definite recommendations.

The writer deems this thought presented by Superintendent of Charities Bowen of sufficient interest to warrant study and consideration, and also presents it as an illustration of the fact that Illinois is studying the problems of her institutions, and is not administering them in a routine, disinterested manner.

General Accomplishments

The creation of the position of Criminologist in Illinois was an advance step which may be credited to those responsible for the new plan of administration. The Criminologist and his staff not only examine all prisoners and committed delinquents in institutions, and advise with regard to them, but they also operate a Juvenile Psychopathic Institute in Chicago, where advice is given to parents, schools and courts, on children's cases.

Although the work of the Criminologist is not a new conception, this is the first recognition on the part of a state of a definite division supervised by a criminologist, and this recognition and incorporation into a new state organization is worthy of note.

The position of alienist is not new. Several states employ alienists in connection with their state hospitals. In Illinois, it is new

to the extent of setting apart a division in the Department of Public Welfare supervised by the Alienist. In other words, the position is dignified, and made more important than in states where the work is now carried on by an alienist.

The Department of Public Welfare also employs a departmental surgeon, who operates in all institutions where there are not competent operators. The small institutions in this way can do as good surgical work as is done in the large institutions.

From the creation of the Department of Public Welfare to the present time, there have been 16 vacancies in the position of Superintendent of the institutions. Of these, 1 was a dismissal, 2 were caused by ill health or death, the remainder were resignations for various causes. Five additional vacancies were caused by transfers from other institutions. These 21 vacancies were filled as follows:

By assistant superintendents	6
By transfers from other institutions	5
Return of former superintendents	3
From Civil Service list for assistant superintendent	1
New	6
	21

Thus, of the 21 vacancies, 15 were filled by employees of the Department or those formerly of the Department, and 6 were new. The 6 new superintendents were as follows:

State School for the Deaf: H. T. White, who had been for a number of years a teacher in the state service;

Soldiers' and Sailors' Home: John W. Reig, a colonel in the service during the late war;

Pontiac Reformatory: Jas. C. Scouller, formerly Superintendent of Schools at Manila, and son of a former superintendent of the Reformatory.

With regard to the following appointments, no information as to qualifications is at hand:

Soldiers' and Orphans' Home: John W. Rodgers.
Industrial Home for the Blind: Howard Hilton.
Chester State Prison: James W. White.

The foregoing makes a rather large list of vacancies to have occurred within a period of three years. It would be necessary to make a fuller analysis than has been made by the writer to ascertain the cause for each of these vacancies. It seems reasonably clear, however, that a large majority of the vacancies were filled by either assistant superintendents or superintendents who had formerly been in the service. The impression made on the writer in visiting the institutions was that an endeavor had been made by the Director of

the Department to retain, or in case of necessity to secure, competent men for the heads of the institutions.

The fact that the new administration has entered into a cooperative working agreement with the University of Illinois, whereby three department institutions are to be merged with the Medical School Hospital and the Research Laboratories, indicates that the administration is appreciative of scientific work, and is not averse to having university officers connected with the work of the institutions.

CRITICISM OF THE ORGANIZATION AS AT PRESENT FORMULATED AND OPERATING

Purchasing by a Department Other Than the Department Which Uses the Supplies Purchased

As heretofore stated, the purchasing for the Department of Public Welfare is done by the Department of Public Works and Buildings. Although this Department purchases for all other departments of the State, nevertheless, approximately three-fourths of the money expended by it is for the Department of Public Welfare. The question naturally arises: Why should this purchasing be done by an officer outside of the Department of Public Welfare? It has been made fairly clear by the inquiry that this officer has little knowledge of some of the supplies used by the institutions, viz., food. It is highly probable that future appointees to the same position would be likely to be deficient in knowledge of food, inasmuch as the Department of Public Works and Buildings is primarily interested in construction, and has little knowledge of or interest in the feeding of inmates and patients. It was pointed out that one man cannot be expected to be thoroughly informed on all lines of supplies used by institutions, and no man occupying the position of Superintendent of Purchases and Supplies, now or in the future, could be expected to have such complete knowledge; nor could the state afford to employ a staff the different members of which would furnish the requisite knowledge. Such knowledge, however, might well be expected, at least with some education, from officers and storekeepers of the institutions. If the purchasing were done by a division of the Department of Public Welfare, there could be a cooperating committee of officers who, without additional cost to the state, would supply the expert knowledge needed. This, to be sure, would not occur in the beginning of such an organization, but a school for stewards and superintendents could be organized which, in a comparatively short time, would give storekeepers a knowledge sufficient not only to give advice to the purchasing department, but also to insure a proper delivery of supplies at the institutions. There would be an opportunity to work out such a school and plan, if the purchasing were done in the Department of Public Welfare. It would seem difficult, however, to carry out such a scheme under the present distribution of powers, primarily because the Superintendent of Purchases and Supplies has no authority over the storekeepers, who are under the Director of another Department.

Supervising Architect and Supervising Engineer

As heretofore noted, there is a Supervising Architect and a

Supervising Engineer connected with the Department of Public Works and Buildings, whose duty it is to care for all construction and repairs in the state, including the institutions.

Complaint was made by some of the institutions that there was undue delay in drawing plans and placing contracts for new construction, and particularly for repairs. Such delay might very likely occur in the Supervising Architect's office, owing largely to the fact that the state makes a definite appropriation for his office which enables him to employ a staff of a determined size. Under these circumstances, it may be very difficult for the Architect to handle work as speedily as a private architect. Moreover, at times there is a tendency on the part of a state architect to duplicate certain types of buildings, and to assume that he thoroughly understands the institutional problem; under such circumstances, it is hard for institutional officers to secure the erection of the building that gives the latest expression of institutional needs. This difficulty might readily be accentuated by having the architect under the supervision of another department than the department for which he is doing work, as is the case in Illinois.

It would seem that at least the repairs to buildings should be under the control of the department having charge of the buildings. Moreover, if a state architect be employed, he should perform only the technical functions of an architect, and the power to determine the type and design of buildings should reside in the department controlling the buildings.

What has been said with regard to the architect is equally true of the Supervising Engineer. In his case there seems to be less reason for placing him outside of the department which controls the buildings than for so placing the architect, inasmuch as his work is largely confined to the problems in connection with the state institutions. Such an engineer was employed by the former Board of Administration, and the work of the Supervising Engineer at present does not seem to be more satisfactorily done than under the former Board of Administration. At the same time the institutions have greater difficulty in making their voice heard.

At the present time, as heretofore stated, requisitions from the Department of Public Welfare must have three, and sometimes four, approvals before the Superintendent of Purchases and Supplies is empowered to purchase. Assuming the approvals are quickly made, the process is unduly long; and the time may come when some one or more of these officers will be crowded with work, and his approval of requisitions be delayed. If the number of officers approving could be reduced, it would operate to the advantage of the institutions.

Appointments by the Governor

At the present time not only the Directors of Departments, but also the heads of divisions in these departments are appointed by the Governor, and their terms of office are coterminus with his. The theory is that the Directors form a cabinet for the Governor. The division heads, however, are supposed to be, and in all cases under the present administration are, experts in their particular lines. If these experts, as well as the Director, are displaced on change of administration, the institutions are almost sure to suffer. Suppose, during a political campaign there have been charges of extravagance on the part of the administration in power, and a new Governor is elected. In order to make good on his charges, the Governor instructs his Directors to economize in the institutions. The Directors accordingly transmit the instructions to their subordinates. The division heads, though new and inexperienced, proceed to economize. An experienced man can frequently economize for a period, without causing serious injury to the institutions or to the inmates. A man ignorant of institutional problems, would be quite likely to economize in a way that would prove seriously detrimental. To an outsider it would appear that there is extreme danger to the institutions in Illinois unless the heads of the divisions in the Department of Public Welfare can be made permanent Civil Service officers.

The present officers are well equipped for their positions.

Mr. James L. McClure, the Assistant Director of the Department, is a lawyer by profession; was Commissioner of the Southern Illinois Penitentiary, and a member of the Court of Claims.

Mr. Frank D. Whipp, Fiscal Supervisor, was at one time Assistant Secretary to the Charities Commission, and Auditor for the Governor on that Commission. He became a member of the Board of Administration, first as a majority and then as a minority member, and was elected by that Board as Fiscal Supervisor. When that Board was superseded by the present organization, he was appointed by the Governor as Fiscal Supervisor in the Department of Public Welfare.

Mr. A. L. Bowen, Superintendent of Charities, was for years Secretary of the Charities Commission, in which capacity he became thoroughly familiar with the problems of the state institutions.

Mr. John L. Whitman, Superintendent of Prisons, has come up through service in penal institutions in Illinois. He was at one time a guard in the Chicago jail; subsequently, jailer; then Superintendent of the House of Correction; from that position he was appointed by the Governor to be Superintendent of Prisons.

Mr. Will Colvin, Superintendent of Pardons and Paroles, was a member of the former Board of Pardons, in which capacity he became thoroughly familiar with that subject.

Dr. H. Douglas Singer, Alienist, was Director of the Psychopathic Institute, of Kankakee, a member of the faculty of the University of Illinois Medical School, and is well known among alienists for his contributions to psychopathic literature.

Dr. Herman M. Adler, Criminologist, was formerly Chief of Staff, of Boston Psychopathic Hospital. He was sent to Illinois by the National Committee for Mental Hygiene, to make a survey of Cook County. He is affiliated with the University of Illinois Medical School.

Board of Public Welfare Commissioners

The Board of Public Welfare Commissioners was designed to take the place of the former Charities Commission. It is an investigating and reporting body, and reports direct to the Governor. The terms of office of the members of the Board are coterminus with that of the Governor. This was not true of the terms of the members of the Charities Commission. Each member served for a period of five years, and no Governor could appoint a majority of the Commission unless vacancies occurred for other causes than expiration of terms of office. In other words, the Charities Commission, as a body independent of the Governor, was supposed to express unbiased opinions with regard to the conduct of state institutions. In the new system, the members of the Board of Public Welfare Commissioners, all of whom are appointed by the Governor under whom they serve, are likely to feel a certain allegiance to the Governor, and might readily omit to criticize things that should be criticized.

A centralized form of government such as that in Illinois, so designed that it may be very good or very bad, needs some check, at least as applied to that division which deals with the welfare of the state wards. If that department goes bad, many thousands may suffer without the knowledge of the public. There needs to be some independent informatory body of citizens whose affair it is to let the public know what is happening to patients and inmates under the care of the state. The Board of Public Welfare Commissioners as now constituted cannot be depended upon to do this work. The membership of a board with that function should be so constituted by method of appointment, or by length of term, that it will be entirely independent in its judgment. There should be no hesitancy in telling the public if the state's wards are faring badly.

SUMMARIZED STATEMENT

The Illinois system must be judged not by single successes or failures, but rather by its aims and general progress.

Physical Condition

The institutions are clean, and the buildings in a reasonably good state of repair. The patients are well fed and clothed.

Purchasing

Though the purchasing and receiving of supplies are not so well done as they should be, nevertheless, such shortcomings as are manifest have not materially affected the welfare of the patients, nor the rights of the taxpayers.

Operation of Governmental Machinery

No conflict between departments or divisions seems to develop—at least to a degree that hampers the institutions.

Action is direct, and results are speedily attained.

The operation of the system has secured distinct economies.

Diagnostic Work

In some states good work has been done by alienists and criminologists at particular institutions. The work done by these officers in Illinois probably does not exceed in quality that done elsewhere. Their work is worthy of more note in Illinois since it covers the whole state and applies not only to those in institutions, but also to those who are possible subjects for institutions. In other words, their work has become a state-wide function.

Curative Work

The atmosphere in the institutions of Illinois is distinctly curative rather than custodial. Emphasis is laid on processes and measures designed to put the inmate in a condition which will warrant discharge or will improve him mentally or physically.

Political Interference

If political interference exists, it is so tempered, or is so incidental, that it has not noticeably affected progressive programs of work.

That there has been little political interference is due not to the system, but rather to the present governor, who placed the welfare of patients and inmates above political gain. Some subsequent governor may readily replace the personnel supervising the institutions by those unfamiliar with such problems. The possibility of such changes fosters a spirit of apprehension and unrest, which tends to lower the standard of work. The officers may readily ask, will the political conditions of Chicago be extended to and rule in the state?

CONCLUSIONS

In valuating the results in Illinois, it must be borne in mind that the personnel operating the system were appointed and supervised by the governor who was sponsor for the new system. He is a high-minded man. Had he been politically minded, he yet would have exerted every effort to the end that his new system should produce good results. Good results during the first administration under the new system naturally would be expected. The conditions in the institutions of Illinois were such that any well intentioned change would have been an advance.

One of the chief tests of a governmental system is the results it secures over a long period involving many political changes. Such a test cannot be applied to Illinois, since the system has been in operation but three years, and has been subjected to no political change.

Some light may be thrown on the probable course of events as affecting the institutions in Illinois, by reviewing the history of institutional control in New York City.

New York City has, operating side by side, two forms of control of institutions. Five of its hospitals in the Bellevue and Allied Hospital Department are under the control of a board of trustees. These trustees are appointed by the mayor for a term of seven years, and in making his appointment he must consider nominations made by specified charitable associations. The remaining general hospitals are under the charge of a commissioner appointed by the mayor subject to removal at his discretion. The commissioner with regard to his institutions exercises powers like to those exercised by the Bellevue Board over its institutions. These parallel systems have been in operation about eighteen years. The Bellevue Department has made uniform progress, though at a somewhat slow pace. At all times, however, there has been a feeling of stability in the terms of office of employees and members of the medical boards, which has produced a uniformly high standard of work.

The work done under the Commissioner of Public Welfare (formerly Commissioner of Charities) has been at times very good, at times indifferent, and at times bad. Results can be secured much more quickly by the Commissioner than by the Board of Trustees.

Now, at the end of eighteen years it may be said that the hospitals of the two departments are about on a par. They are doing good work. In other words, at the end of this period, their degree of advancement may be considered the same. But there were several periods during these eighteen years when the conditions in the hospitals under the Commissioner were much below the standard

maintained in the Bellevue hospitals. During those careless or indifferent years, patients did not receive the high grade care given to the patients in the hospitals of the Bellevue Department. The hospitals under the Commissioner may be said to have caught up to, but have at no time surpassed the standard of the Bellevue Department hospitals. At the end of the next eighteen years, if the same parallel forms of control continue, it is probable that the standards of the hospitals under the Commissioner will equal those under the Trustees. But inevitably there will be administrations during the eighteen-year period, when the standards of care under the Commissioner will be much below those attained in the Bellevue Department hospitals.

So far as conclusions can be drawn from this one illustration, it would seem that a slow, even progress, secured through a non-political board, arrives at a given goal of efficiency as quickly as does the system of one-man control subject to political changes.

The Illinois system of control of state institutions, as at present operated, is efficient, progressive and forward looking. As a governmental machine it works without friction; differences of opinion or other handicaps are speedily adjusted.

It is a system which readily lends itself to the coordination of social problems dealing with individuals who are usually shunted to institutions. One of the primary advantages of such a system is that the problem of maladjustment can be considered and handled as a whole. There need be little danger of a person being committed to an institution when he belongs elsewhere, or, if committed, assigned to the wrong institution. The individual who is out of social adjustment can be adequately diagnosed and appropriately placed by such a coordinating system. Though the system lends itself readily to adjustment of wrongly committed persons, yet in operation very few transfers have been made for this purpose. Thus, a system theoretically well adapted to secure transfers and adjustments, in practice has functioned but little along these lines.

The great tendency in governmental offices to do only the pro forma task, and to take no responsibility for end results, is little noticed here. Direct lines of responsibility reaching from the lowest officer to the governor, may account for speedy accomplishments.

The system when well directed makes possible and tends to produce an initiative with practical results, noticeable to a much less degree when institutions are not under a central control system, or when under a central control system, are headed by a board or commission.

One of the surface indications that the system as at present operated is producing good results, is that institutional officers of

other states are beginning to turn to Illinois for suggestions. This is particularly true in connection with the occupational work in the state hospitals, and the industrial parole system.

Though the system is producing unusually good results in a short time, there yet remains the question, will the good results continue? May not politicians look on the system with covetous eyes? It would be difficult to devise a system better adapted to make effective political control than the Illinois system. Will politicians keep their hands off? They have not stood aloof from control of institutions in the past. Superintendents of institutions in Illinois were continually on the anxious seat. Every new administration was liable to unseat them for no other reason than that their jobs were wanted for others. Why will the politicians, when they interfered with a system not adjusted to easy control, let the new system alone, which in form is adapted to political purposes?

These questions were asked of many of the officers in Illinois. Their answer was that they hoped the time had arrived when the politicians would fear to molest the institutions. Whether or not their hope is well founded, would be indeed difficult for a non-resident to judge.

Since the field examination was made of this system, there has been held in Illinois a primary and a general election. The Republican primary election was vigorously contested between a candidate sponsored by Governor Lowden and one sponsored by Mayor Thompson, of Chicago. The candidate of Mayor Thompson won in the primaries, was subsequently elected governor, and will take office in January, 1921. The period preceding the inauguration of the new governor inevitably is one of unrest for the superintendents of the institutions. They naturally wonder if the new governor, who was openly opposed to the candidate proposed by Governor Lowden, will be inclined to continue in office the personnel of Governor Lowden's government. Under the governmental scheme, he will be expected to change the directors who comprise his cabinet. Whether or not such change will extend to division heads remains to be seen. No one can foretell what will happen, and owing to this condition of uncertainty, the work of the institutions is undoubtedly less effective.

The Illinois system has undoubtedly produced good and speedy results. The New York and the Massachusetts systems have likewise produced good results. In these states processes have been slower, yet at the same time more sure. The heads of divisions and superintendents of institutions have worked without a foreboding fear that a change of governors would disturb their work and programs.

In the final analysis, the speed and smooth working of the Illinois system must be weighed against the stability and slower progress of the New York and Massachusetts systems. Is speed an essential, or even a desirable factor in the solution of social and institutional problems? In building highways, a type of road construction can be proved good or bad by actual use within a period of a few years. The factors in social problems are so varied and complex that it frequently requires years, and even generations, to establish the best procedure. Conclusions arrived at after brief experimentation are not infrequently erroneous. Some manufacturers in years past desired to do something for their employees. In their factories they were accustomed to dictate processes. They accordingly set up a form of paternalistic welfare work. They felt it was good for the employees; therefore they would welcome it. The employees, however, resented these paternalistic gifts. It has taken years to discover the reaction of employees. In dealing with materials, the manufacturers could plan for and secure speedy results. Like processes and procedures when applied to the welfare of employees did not work.

In the formulation of a type of government for the handling of social problems and the control of institutions, emphasis should be laid on factors which will insure a continuity of procedure and program. Thus, any system which does not insure a continuity of service of experienced and competent heads of departments and institutions, is a defective and undesirable system. Steady accomplishment is of more value than speedy progress.

ADDENDUM

The foregoing report was completed by November, 1920, two months before the present Governor Small was inaugurated. This postscript is written in July, 1922. Governor Small has now been in office eighteen months.

In as much as the foregoing report has made reference to Massachusetts and New York as having relatively stable forms of government as applied to the control of institutions, it will be of interest to note what changes in the superintendency of institutions have taken place in the three states during the eighteen months period. In each of these states a new governor took office January 1, 1921. In Illinois Governor Small (Rep.) succeeded Governor Lowden (Rep.); in New York Governor Miller (Rep.) succeeded Governor Smith (Dem.); in Massachusetts Governor Cox (Rep.) succeeded Governor Coolidge (Rep.). It will be noted that in both Massachusetts and Illinois a republican succeeded a republican while in New York a republican succeeded a democrat. Under the circumstances it might be assumed to be probable that there would have been numerous changes in personnel in New York and comparatively few in Massachusetts and Illinois, had the legal safeguards been the same in the three states. The governor's powers over institutions are somewhat similar in New York and Massachusetts. In both states it is difficult for a governor to interfere with the management of the institution. Illinois, as noted in the body of the report has adopted a cabinet system of government under which it is easy for the governor and his cabinet members to change the personnel in charge of institutions.

The changes that have taken place in the heads of institutions under the three new governors during the last eighteen months have some significance.

In Massachusetts one superintendent left the service due to old age under retirement provisions; one died. The two vacancies were filled by institutional promotions. The head of a new institution was chosen from a promotion list.

No changes in the heads of civil state hospitals have taken place in the State of New York.

In Illinois the heads of four hospitals for the insane, viz., Chicago State, Kankakee State, Watertown State and Alton State, have been displaced and the positions filled by doctors engaged in general practice. The heads of four other institutions were replaced by laymen with no training or recognized qualifications. A number of transfers in addition to the foregoing changes were made.

To summarize—In each of the states a new governor on January 1,

1921; since that time no changes in heads of civil state hospitals have taken place in New York; in Massachusetts, one retired by age, one died, and both positions were filled from promotion lists. In Illinois, four heads of state hospitals have been displaced by doctors from general practice, and four heads from other institutions were replaced by laymen without recognized qualifications.

In Illinois, no superintendent can have reasonable assurance of a continuity of servive. Under such circumstances progressive work cannot be expected.

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